



Results Readiness in Social Protection & Labor Operations: Technical Guidance Notes for Labor Markets Task Teams

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1. Introduction

Labor allocation to its most efficient use, promoting employment and human capital investment as well as functioning labor markets can contribute to long-term economic growth, poverty reduction and to help workers manage their risks.

A labor market policy framework includes both regulations and programs. However, the optimal framework is not standard and universal but varies country by country depending on the level of economic and financial development, culture and other structural characteristics.

The nine projects comprising this cohort² are a rather disparate lot. They range from facilitating migration of rural labor into urban areas (China) to safety nets for the unemployed (Argentina) to assisting youth at risk (Dominican Republic) to facilitating labor market convergence with EU (Bulgaria), to strengthening protections for the labor force (Azerbaijan). Due to the heterogeneity of this group of projects, the following analysis of quality of M&E tools has been conducted also by type of labor market project. Specifically, the nine projects have been classified in five groups according to their prevailing component: training programs, social assistance (unemployment benefits), employment subsidies, labor market regulation and administration and a miscellaneous group including two development policy lending (DPL) operations with equally important pillars on improving labor market policies, health, education and social protection³.

Looking at the portfolio composition by type of lending instrument, five out of nine projects are investment lending operations and four are *programmatic* DPLs. Among Social Protection (SP) investment lending operations, labor markets investment lending operations account for the highest average disbursement per project (\$203.4 million) whereas labor market total DPLs disbursement (\$750 million) represent 30 percent of total development policy lending in SP. Labor market projects are equally concentrated in Latin America and the Caribbean and Eastern Europe and Central Asia regions and one is China. Interestingly, the number of projects having “improving labor market” as the primary component has increased over time (three projects have been approved in FY09 versus one in FY06 and FY07).

Given the small cohort size and one-of-a-kind nature of many of the projects in the cohort, caution is needed in generalizing any findings or doing comparative analysis for establishing best practice

¹ This Note has been prepared by Maddalena Honorati.

² They are projects in which the “Improving labor markets” component is more relevant than other components. Excluded from this cohort are projects having a labor market component but a higher safety net or pension component.

³ A complete list of projects revises and their classification is shown in annex 1 – table7.

examples.

2. Project Development Objectives (PDOs)

i. Description of General Practice

As expected almost all project development objectives in the cohort of projects reviewed focus on promoting higher employment and increasing economic opportunities as the main objective especially via training programs (30 percent of projects).

About half of the projects also seek to reach specific vulnerable groups by improving targeting mechanisms and to improve the quality of social assistance services by reducing the cost of job search through access to enhanced employment services and by improving employability.

DPLs' common objectives are to improve the quality of service delivery and to build institutional capacity at the national or sectoral level. This latter would be achieved through improved regulatory environment (strengthened worker protections) and better institutional practices.

Table 1: Project Development Objectives

	Access to economic opportunities	Temporary income support	Human development outcomes	Reaching specific vulnerable groups/targeted groups	National/sectoral government institutional capacity building	Quality of services/service delivery	Fiscal objectives/efficiency	Number of projects
Labor markets (total)	8	2	3	5	5	5	3	9
Training or retraining for workers, unemployed persons, and labor market entrants	3	0	0	2	1	2	1	3
Labor administration and institutional capacity building	1	0	0	0	1	1	0	1
Employment subsidies	1	0	1	0	0	0	1	1
Social assistance and income support	1	2	0	1	1	0	1	2
Other- specify in comments	2	0	2	2	2	2	0	2

Consistently with their PDOs, the main activities supported by labor market projects involved training and re-training of workers, unemployed persons, and youth (three projects), social assistance and income support (two projects), labor administration and institutional capacity building (three project), employment subsidies (one project) and a miscellaneous group including equally important goals related to health, education, labor markets and general social protection system improvements (two projects).

ii. Assessment of Performance

The general expression of PDOs in labor market projects is satisfactory. Ratings were based on whether PDO were concise and outcome driven, whether they reflect what the project can directly contribute, and whether target groups were identified. With all the nine projects rated above the line (six projects rated “satisfactory” and three projects rated “moderately satisfactory”) this is, relatively speaking, one of the stronger aspects of this cohort. However, none of the operations was rated as “1”, so genuine best practice examples are difficult to find.

Differently from other results measure, PDO statements do not show to have improved over time relative to the extent they are outcome driven and to project accountability.

Table 2: PDO Ratings

Rating	Frequency
Highly Satisfactory	0
Satisfactory	6
Moderately Satisfactory	3
Moderately Unsatisfactory	0
Unsatisfactory	0
Highly Unsatisfactory	0
Average Score	2.33

iii. Key issues

Ratings were low when there was either a mixing up of means and ends or a too broad and poorly specified objective. The main areas for improvement in the PDOs include:

- PDOs are often stated too broadly promising higher level outcomes (e.g. “strengthen prospects for sustainable peace”) beyond the reach of the project; should try to keep the PDO statement clear, precise, and stated as realistic results - not overly broad or too ambitious;
- Mixing *means and ends*: PDOs are often unnecessarily prescriptive about *how* the project goals are to be achieved. More focus on the outcome that the project can directly influence, given its duration, resources, and approach. Focus on what is going to be transformed (not what is going to be done) ;
- Focus on the expected outcome for the primary beneficiaries: at the close of the program, what problem has been solved for the key recipient of the program outputs;
- Inconsistent treatment of the PDOs between the PAD body text and Annex 3.

In the context of PDOs in DPLs operations, there is often a problem of attribution/accountability. Since by definition in DPLs operations funds are not assigned to any particular spending item but are made available to finance government's budget together with other financial partners and tax revenues, it becomes therefore difficult to attribute achieved objectives to the development lending operation. Moreover, very often DPLs have very broad and ambitious objectives - as MDGs. Despite the different nature of DPLs with respect to investment operation, there is still some scope for additional clarity and specificity on the objective of the supported reform program and the targeted population.

iv. Identification of good practice

Table 3: Examples of Labor Market PDOs

Issue	Stronger example	Weaker example
Focus on outcomes rather than outputs	The proposed Labor Reform and Social Development Policy Loan (LaRSDPL 111) would: (a) strengthen Colombia's social protection system and improve the delivery of social services, (b) raise human capital formation, (c) improve employability, and (d) enhance monitoring and evaluation systems for better transparency, social oversight, and results management in the social sectors	To support the transition of rural workers to urban areas to access better employment opportunities that improves their incomes and working conditions. This objective will be achieved by: (i) improving the access of rural workers to skills development opportunities, (ii) reducing the cost of their job search through access to enhanced employment services, and (iii) removing the worst excesses of their transition through strengthened worker protections.
Targeted to primary beneficiaries	To support GoDR in improving the employability of poor at-risk youth by building their work experience and life skills and expanding second chance education programs to complete their formal education.	Support the Government of Bulgaria (GoB) to meet some of the challenges associated with EU accession—in the case of DPL I— and post-accession—DPL II and III. The DPL series would support the adoption and implementation of policies to (i) increase employment and lay the foundations for long-term productivity growth by providing incentives for job creation and improving quality of education and; (ii) promote fiscal sustainability through efficiency gains in social sectors.
Concise and specific	To support the Government's privatization program through mitigating the negative social and economic impact of the privatization of state-owned enterprises (SOEs).	To improve delivery of labor market and social protection interventions through strengthened institutions enhanced institutional and human resources capacity, and improved targeting of social safety net programs.
Accountability/attribution	The PDO is to increase the effectiveness of Argentina's income transfer programs for the unemployed and families with children, by improving selected designed features and the transparency and accountability of the "Family allowances" and "Seguro" program, and by transferring beneficiaries from other, less effective schemes and programs, to the Family allowances and seguro programs.	

3. KPIs

i. Description of general practice

Compared to other thematic groups, the average quality (based on the extent to which KPIs are SMART, have a baseline and target established as well as sources and responsibilities for data collection well defined at the design stage) of either outcome or intermediate outcome KPIs is the worst among SP thematic groups as well as their linkage to respective PDOs.

As expected the most frequent outcome indicators in labor market projects are oriented at measuring access to economic opportunities consistently with the fact that 89 percent of labor projects have this as their expressed objective. KPIs aiming at monitoring training programs account for about 40 percent of all outcome indicators. Outcome indicators measuring fiscal and efficiency objectives as well as improving the quality of service delivery and reaching specific vulnerable group are also dominant consistently with project development objectives.

Table 4: Distribution and quality of LM indicators

	Frequency	Clear link to PDO	Average SMART rating	Share of indicators with target values established	Share of indicators reported in ISRs
Outcome indicators					
Access to economic opportunities (microcredit, active labor market programs, skills development, etc.)	15	2.87	2.87	0.93	0.73
Temporary income support (unconditional transfers, public works and temporary employment, CCTs, wage subsidies, etc.)	1	3.00	3.00	1.00	1.00
Human development outcomes (improved education, health and nutrition, HIV status etc.)	7	2.29	2.86	0.71	0.86
Reaching specific vulnerable groups/targeted groups	9	2.22	3.33	0.78	1.00
Local government institutional capacity building (anything sub-national)	3	3.00	3.00	0.67	0.00
National/sectoral government institutional capacity building (benefits administration, management and operation of programs, targeting system, etc)	8	2.25	3.63	0.63	0.63
Quality of services/service delivery	11	2.27	3.00	0.55	0.73
Fiscal objectives/efficiency	12	2.75	2.92	0.50	0.25
Intermediate outcome indicators					
Access to economic opportunities (microcredit, active labor market programs, skills development, etc.)	8	2.13	2.50	0.88	0.75
Reaching specific vulnerable groups/targeted groups	10	2.22	3.20	0.50	0.90
Local government institutional capacity building (anything sub-national)	5	2.00	3.00	1.00	1.00
National/sectoral government institutional capacity building (benefits administration, management and	22	2.50	3.32	0.91	0.82

operation of programs, targeting system, etc)					
Quality of services/service delivery	19	2.40	2.74	0.37	0.53
Fiscal objectives/efficiency	4	3.00	2.50	0.75	0.25

Interestingly, a big share (80 percent) of intermediate outcome indicators are aimed at measuring institutional development and process efficiency aspects⁴. Most of them aim at measuring institutional capacity building, delivery of service and systems 'transparency and accountability. For instance, 40 percent and 35 percent of intermediate outcome KPIs measure activities aiming at strengthening national and sectoral institutional capacity building⁵ and at improving quality of service delivery respectively.

ii. Assessment of Performance

Across outcome and intermediate outcome indicators there is a substantial difference in terms of performance⁶. Intermediate outcome indicators perform relatively better having baseline for 75 percent of indicators, source of data collection better specified and about 92 percent of them being reported in ISRs. By contrast, 20 percent of outcome indicators present in Annex 3 are not reported in ISR, data sources and frequencies are poorly specified and 35 percent of them lack baseline at the design stage.

The average SMART rating is moderately satisfactory for both outcome and intermediate outcome KPIs with intermediate indicators being slightly better. The weakest indicators were found to be institutional indicators related to local, national and sectoral capacity building and indicators aiming at measuring targeting objectives.

In aggregate, over half of the outcome and intermediate indicators poorly related to their PDOs, reflecting multiple *foci* of this cohort and perhaps overly complex project designs.

The specification of intended data sources as well as data collection responsibilities was found to be on average moderately unsatisfactory. This was the main reason for the poor performance in tracking results during project implementation.

The average number of both outcome and intermediate outcome indicators per project is seven, but projects varied greatly in the use of KPIs with some projects (e.g., Bulgaria DPL II) having as many as 15 outcome indicators while other sensibly limiting themselves to three or four indicators (e.g., China: Migrant Skills Dev., Dominican Republic: Youth Dev Project). Similarly, the number of intermediate indicators varied from zero in case of Colombia: 2nd Programmatic Labor and Social Sector Reform to 10 for Azerbaijan: Social Protection Development Project.

⁴ All 10 of the intermediate indicators for Azerbaijan concerned institutional issues and four⁴ of those were rated "2" on the SMART scale.

⁵ Benefits administration, management and operation of programs, targeting systems...

⁶ Of the 30 labor markets related indicators just one⁶ was rated as "1" while almost a third of the indicators were, on the other hand, rated below the line. The situation was somewhat better for the intermediate indicators with only 3 of the 29 indicators rated below the line.

iii. Key Issues

The main areas for improvement as regards KPIs include improving their quality (average SMART rating of only 3.07 for outcome indicators and 2.93 for intermediate indicators with four of the ten projects falling below the line in this respect), their linkage to PDOs and the specification of data sources and frequencies.

Greater selectivity in choosing indicators should be another priority, recognizing that collecting accurate data in a timely manner is not a costless activity. A more thorough assessment of the client capacity to undertake the proposed M&E activities and integrating them into their regular MIS systems will also be useful in keeping the M&E designs and expectations at more realistic levels and for assuring their operational usefulness for the implementing agencies.

- No clear linkage to PDO. Especially among outcome indicators, the review found cases of indicators not relevant to PDOs or project sub-components and activities not tracked by any indicator (Turkey PSSP 2). For example: the outcome is “improved *employability*” and the outcome indicator is “Percentage of program participants employed or self-employed six months after program completion”. It could be argued that the latter measures an outcome like “improved access to *employment or self-employment*” rather than “improved *employability*”. Employability is not a standard concept so it will be important to be clear upfront on what it is meant by it (probability of getting a job based on life skills or else; probability of keeping a job based on what characteristics..) before finding the proper indicator to measure.
- Measurability and implementation issues. Indicators are often not well defined in what they are meant to measure by using vague adjectives like “systems working *effectively*” or “*improved quality of...*” or “*adequate resources for...*”. Alternatively, there are indicators that are not specific on what they want to measure like “increased *productivity* in a particular type of firms” without specifying what type of productivity (labor productivity, total factor productivity, capital intensity, unit labor costs) is supposed to be measured. Hence, the need to be clear and unambiguous about what is measured. It is good practice to choose indicators that are simple, can be measured and for which data is available and easy to get. The challenge is then not to come up with good (in a SMART sense) indicators, rather pick the ones that are “implementable” and easily measurable.
- Data source, frequency/schedule, and responsibility for its collection poorly specified. It would be good practice to measure and track indicators, especially outcome indicators, annually (to have at least one observation point in time, every year for the duration of the project life). If this is not possible because indicators rely on data sources for which the frequency of data collection is lower, they should be complemented with intermediate outcome indicators that

can be measured with higher frequencies. Moreover, it is often not specified if target values are either cumulative or annual values.

- Failure to specify target population. Indicators could be more specific about the targeted population/area. It would be good practice to better define who are the “vulnerable” or “disadvantaged” or “at risk” groups targeted by programs.

iv. Identification of Good Practice

- Once the PDO has been agreed and identified, identify indicators to measure progress towards the goals and retain logic of causality along the chain (inputs-outputs-outcomes-impacts)
- The choice of indicators should depend on the type of data available in the country as well as on what can be monitored given country capacity. Before choosing indicators, it is good practice to perform an analysis of what data are available and what data can be collected given resources and feasibility constraints.
- Choose indicators that can be tracked annually. Usually in the case of intermediate indicators they either rely on administrative data, when available and accurate, or on data collected by ministries – at the local and central level - through MIS and other instruments. Outcome indicators on the other hand usually rely more on population data, or on ad hoc impact evaluation surveys, quick monitoring data, citizen scorecards, tracer studies, beneficiary assessments or other participatory studies.
- Set baselines and target values at the design stage, possibly by gender, income deciles, age, and geographical area.
- Maintain unit of measure (i.e. number or percentage)
- Performance indicators should be identified at all levels of the results chain: it is good practice to include output indicators measuring activities and implementation milestone among intermediate outcome indicators.

Table 5: Example of Good Practice KPIs in Labor Market Projects

Issue	Weaker KPIs	Stronger KPIs
Specific	<ul style="list-style-type: none"> • Increase in contribution compliance (as a proxy for the incentive to job creation and reducing informality associated with the reduction in social security contribution rate by 6% points) evident in a lower actual decrease in contribution revenue. • Productivity of former state owned enterprises will increase when privatized. <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Books distributed for EBA and PREPARA. 	<ul style="list-style-type: none"> • Increase DPT, Triple Viral, and polio vaccination of the population age 0-5 from 80 percent to 95 percent, resulting in 3.6 million new children vaccinated. • Increased efficiency as shown by halting the decreasing trend in pupil-teacher ratio in public schools (for grades 1-13) observed since 2002. That is, the pupil-teacher ratio remains roughly unchanged at its 2006 level (13.1). <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Percentage of EBA students that drop out of the program.
Measurable	<ul style="list-style-type: none"> • Create an effectively functioning Ministry of Social Protection. • Create 350,000 new jobs, above those created through normal growth. • Number of participants in active labor market programs inserted into jobs, including in the occupational field for which they are trained. Independent workers have access to the social security system. <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Number of workers receiving labor redeployment services. 	<ul style="list-style-type: none"> • Increased efficiency as shown by reductions in average drop-outs as a percent of total enrolments in small mountainous municipalities (proxies for regions that struggle with largest declines in population) <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Percentage of students graduating from project training institutions and obtaining a diploma or certificate by student origin. • Number of job seekers, as reported by the LFS, served by the National Employment Service.
Attributable	<ul style="list-style-type: none"> • Reduce the unemployment rate from 15.7 to 12.1 percent. • Reduction in the percentage of senior managers in private enterprises stating that the interpretations of laws and regulations by public officials is unpredictable and inconsistent. 	<ul style="list-style-type: none"> • Number of participants exiting the program into formal employment (Annual). • Percentage of PJE graduates employed or self-employed six months after program completion. • Increase in average percentage earnings of PJE graduates compared to the control group.
Realistic	<ul style="list-style-type: none"> • Matura examination results are used by Bulgarian universities as credential for admission. • <i>Intermediate:</i> • INFOTEP co-finances 400 learning courses for youth at risk. 	<ul style="list-style-type: none"> • An increase in the employment rate of older workers to at least 40 percent (age 55-64, Eurostat data) from the 2005 baseline of 34.7 percent (intermediate status (2006) of 39.6 percent).
Targeted	<ul style="list-style-type: none"> • Coverage of the very poor population by the targeted social assistance program. • Decrease in risky behaviors. <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Number of vulnerable children and youth enrolled in primary and secondary education through innovative targeted programs. 	<ul style="list-style-type: none"> • Wages of graduates of long term training program of the project institutions by student origin. <p><i>Intermediate:</i></p> <ul style="list-style-type: none"> • Relative share of individuals benefiting from training out of the total number of beneficiaries of active labor market programs increases, from the 2005 baseline of 19.4 percent to 30 percent, with intermediate value of 26.5 percent (December 2007). • Percentage of PJE, EBA and PREPARA beneficiaries that come from priority areas as identified in the DR poverty map.

As mentioned earlier, 80 percent of intermediate outcome indicators in labor market projects are institutional development or process indicators. For the purpose of the analysis institutional indicators were classified according to the following groups:

- *MIS or beneficiary registry development indicators* that help assess progress in building reliable and timely administrative records of who is getting what program benefit.
- *Service delivery quality indicators* including compliance with service standards or models indicators and processes efficiency. They can be a complement to beneficiary satisfaction measurements to gauge the quality dimension of service provision.
- *Transparency and accountability indicators* that seek to assess performance in promoting monitoring and evaluation as well as access to program basic information.
- *Social mobilization, participation and public awareness indicators* aim at measuring institutional efforts to foster social awareness and participation
- *Institutional capacity and structure indicators* measure improvements in human resources skills and capabilities as well and organizational issues.
- *Improved policy indicators* can be found in projects involving technical assistance to assess progress in implementing better planned, coordinated, or more effective policies.

Table 6: Example of Good Practice Institutional Development KPIs in Labor Market Projects

Issue	Weaker KPIs	Stronger KPIs
Service delivery quality	<ul style="list-style-type: none"> • Materials improved and provided to each student. • Central and regional Career Counseling Centers operational. 	<ul style="list-style-type: none"> • Number of people-times of use of services (job counseling, referral, and guidance) provided by project-invested employment institutions, monthly average, by origin of the user. • Number of child allowance benefits paid by ANSES through SUAF. • Number of SUAF beneficiaries receiving their transfers directly in their bank accounts.
Compliance with standards	<ul style="list-style-type: none"> • Central and three regional occupational safety laboratories modernized and fully functional and two reports on work and occupational safety published. • Placement of students in upper secondary institutions is done on the basis of objective ability testing (using the new 7th grade national test) 	<ul style="list-style-type: none"> • 200 occupational standards, based on ISCO-88/ISCO-08, and 100 training standards developed and in use. • Disability certification is based on international standards and is expertly performed; DCS publishes its reports annually.

**Table 6: Example of Good Practice Institutional Development KPIs in Labor Market Projects
(Continued)**

Issue	Weaker KPIs	Stronger KPIs
Transparency/accountability	<ul style="list-style-type: none"> • Evaluation of the piloted "School to work" programs finished and at least three are mainstreamed. • Integrated provision of social protection interventions evaluated. • Targeting mechanism and implementation procedures adjusted after each round of monitoring survey. • Social Protection survey is designed and implemented. • Enhance the quality of social programs through regular impact evaluations and a system for the public to access and respond to the evaluation. 	<ul style="list-style-type: none"> • Percent of municipal education budget delegated to schools increases (from baseline of 0 to target of 100 percent; value 2006-2007: 80 percent). • Automated, up to date information on nationwide vacancies available in all local NES offices • Amounts claimed to ANSES for reimbursement due to negative balances in the payment of allowances through compensatory system (Argentina <i>Familias</i>).
MIS/beneficiary registry	<ul style="list-style-type: none"> • MIS system generates intended reports on programs, participants and flow of funds and feeds into M&E activities • MIS enables integrated work flow and sharing of business information within and among MLSP and its affiliated agencies departments and branches. 	<ul style="list-style-type: none"> • Computerized record keeping in all MLSP and its affiliated agencies offices. • Number of beneficiaries of Seguro (disaggregated by gender) • Number of Employment Offices providing Seguro Services • Number of firms registered in SUAF
Public awareness, participation, social mobilization	<ul style="list-style-type: none"> • Increase public access to information to facilitate oversight 	<ul style="list-style-type: none"> • Reports on Quality assessment prepared by CKOKO and made available to the public increase (from a baseline of 0 to a target of 5). • Labor market information (LMI) system in place and two reports on labor market situation and trends published.
Institutional capacity (staffing and structure)	<ul style="list-style-type: none"> • Increase in diversity of private firms involved in PJE. • Operations guidelines and manuals for a new menu of ALMPs prepared and in use. • ICT Department fully capable to provide administrative and technical support and maintain corporate network at all territorial and functional and administrative levels. 	<ul style="list-style-type: none"> • 30 new module training programs developed and in use and three new module training centers fully functional. • EBA and PREPAPRA increase their coverage. • Teachers trained and certified in adult education methodology.
Improved policy	<ul style="list-style-type: none"> • Labor Code amended. • White Paper on Pension System Development with a corresponding Action Plan prepared; implementation commences. • Issuance of regulations to facilitate broader access to social security benefits 	

While Table 5 and Table 6 draw examples of stronger and weaker KPIs from the pool of labor market projects in the SP portfolio considered in this report, Table 7 aims at recommending good practice indicators by type of intermediate and final outcomes and by type of labor market program⁷.

Table 7: Good Practice Indicator by Type of Labor Market Failure and by Type of Program

Type of labor market constraint	Type of program to address it	Intermediate outcome	Intermediate outcome indicator	Outcome	Outcome indicator
Lack of labor supply (not adequate skills)	Vocational/life skills training programs	<ul style="list-style-type: none"> Improved vocational and business development skills 	<ul style="list-style-type: none"> Persons enrolled in training programs (number, percentage of target group) Program participants receiving a certificate at the end of training (number, percentage) 	<ul style="list-style-type: none"> Improved access to employment / self-employment increased income earnings 	<ul style="list-style-type: none"> Targeted population self-employed/ employed 6 months/a year after program completion Employed earning more than (%) Income earnings of targeted households (% increase)
		<ul style="list-style-type: none"> Strengthen capacity to deliver training programs 	<ul style="list-style-type: none"> Training providers meeting specified performance criteria (%) 		
	Apprenticeships / Internships	<ul style="list-style-type: none"> Improved work experience increased efficiency of ALMP 	<ul style="list-style-type: none"> Number of internships provided cost/benefit ratio per beneficiary 		
Lack of labor demand	Public works	<ul style="list-style-type: none"> Increased effectiveness and coverage 	<ul style="list-style-type: none"> Number of beneficiaries Persons-days provided in labor intensive public works Wage bill to total expenses ratio Number of projects completes Number of assets constructed/ rehabilitated 	<ul style="list-style-type: none"> Improved access to temporary employment Improved access to infrastructure 	<ul style="list-style-type: none"> Income earnings of targeted households (% increase) Consumption/ expenses in food of targeted households (% increase)
	Wage subsidies				
	Business development and microfinance support	<ul style="list-style-type: none"> Increase efficiency of business development support and microenterprise services 	<ul style="list-style-type: none"> target population reached by business support services (number, %) (disaggregated by income, gender) targeted entrepreneurs with a sound business plan (according to criteria X) Active microfinance borrowers Number of loans number of ban 	<ul style="list-style-type: none"> Improved access to income generating activities 	<ul style="list-style-type: none"> Targeted population starting a microenterprise (%) Survival rate of micro-enterprises started under program after X months income generating activities with financial rate of return above X%

⁷ Some of the indicators are drawn from the results chain matrix for Social Protection developed by the Africa Results Team.

Table 7: Good Practice Indicator by Type of Labor Market Failure and by Type of Program (Continued)

Type of labor market constraint	Type of program to address it	Intermediate outcome	Intermediate outcome indicator	Outcome	Outcome indicator
Job search constraints/asymmetric information	Job counseling and placement assistance services	<ul style="list-style-type: none"> Increased awareness and job information 	<ul style="list-style-type: none"> Target population covered (number, %) Number of (local) Employment Offices providing job placement/counseling services 	<ul style="list-style-type: none"> Improved access to formal employment 	<ul style="list-style-type: none"> Number of beneficiaries exiting the program into formal employment Number of beneficiaries who found a job in line with their skills
	Job intermediation centers	<ul style="list-style-type: none"> Improved functioning of labor markets 	<ul style="list-style-type: none"> Number of firms registered in intermediation centers Number of matching provided 		
Labor market regulation	Revise labor regulations, codes and tax system	<ul style="list-style-type: none"> Improved functioning of labor markets 	<ul style="list-style-type: none"> Rigidity of working hours index (Doing Business) Difficulty in hiring/firing workers index Firms' compliance with labor regulation (rate) 	<ul style="list-style-type: none"> Improved access to employment 	<ul style="list-style-type: none"> Targeted population employment/unemployment rate
	Strengthen Labor Market Information Systems		<ul style="list-style-type: none"> Regular reports on labor market situation and trends published by labor market information system 		

4. Design and Implementation of M&E

v. Description of general practice

Monitoring and evaluation plans are pretty much homogeneous in their components across labor market types of projects. A core packet can be identified consisting of MIS, beneficiary assessments, spot checks and impact evaluations (either only mentioned or designed in details). The use of a particular M&E tool reflects the type of project and its operational needs in terms of monitoring/evaluating performance. For instance, training and income support programs have always a MIS in place reflecting the need to produce results easy to compare and summarize as well as beneficiary assessments (especially in pilot projects) as a way to get direct feedback from beneficiaries. Impact evaluations are the most used tool for project evaluation being at least planned at appraisal in two third of projects. Contrary, process evaluations and technical audits are never found to be part of M&E plans in labor market reflecting either a lack of operational problems signaled by monitoring

systems or, most likely, that they are substituted by other evaluation tools like impact evaluations and participatory methods or by other monitoring tools like spot checks.

It is worth noting a difference in the use of M&E tools by lending instrument. In general, investment operation design and develop a more comprehensive and sophisticated M&E setup than DPLs do: all investment operations rely on at least three to four M&E components with a clear tendency of using Management Information Systems and spot checks. By contrast, M&E plans in DPLs operations are not articulated around many components; they rely on results based monitoring systems as well as qualitative approaches like beneficiary assessments and social audits. Interestingly, all four DPLs operations have planned to conduct impact evaluations of one or more pillars even though not many details are provided in PADs.

Among all social protection projects labor market projects are the ones for which the M&E component is more often costed at appraisal: the M&E component is explicitly costed in one third of projects budgeting on average 2 million dollars.

Table 8: Use of M&E Components in Labor Market Projects

Number of projects	MIS/ Beneficiary registry	Process Evaluation	Beneficiary Assessment	Spot Checks	Impact evaluati on planned	Technica l/Op. Audits	Partici- patory M&E	Expendi- ture tracking	"Other"
Labor markets (total)	5	0	4	3	7	0	1	1	3
Training or retraining for workers, unemployed persons, and labor market entrants	2	0	1	1	2	0	8	0	1
Labor administration and institutional capacity building	1	0	1	0	1	0	0	0	0
Employment subsidies	0	0	0	0	1	0	0	0	0
Social assistance and income support	2	0	1	2	1	0	1	1	1
Other- specify in comments	0	0	1	0	2	0	0	0	1

vi. Assessment of Performance

Overall ratings on quality of M&E arrangements at appraisal were moderately satisfactory with DPLs operations performing slightly better than investment operations. Especially on the degree of integration of project M&E with existing national and sectoral M&E systems, almost all projects tried to integrate where feasible and appropriate and performed above average with Argentina Basic Protection

as the best example (see box 1). Investment operations were found to be more integrated compared to DPLs.

Moreover, analysis of client capacity to carry out M&E activities as well as plans developed to strengthen client capacity if weaknesses in the systems were identified appear to be well spelled out in PADs in almost all projects. However, explicit collaboration with other donors on M&E work was found in only 3 projects; none of those 3 was a DPL operation.

Table 9: M&E Arrangements Readiness by Lending Instrument

	Average quality of M&E institutional arrangements beyond indicators	Project M&E integration with the national/sectoral M&E system	PAD analysis of M&E client capacity	Plan to strengthen client capacity	Summary rating of M&E arrangements in PAD
Highly Satisfactory	1	1	0	0	0
Satisfactory	2	5	1	5	4
Moderately Satisfactory	4	1	6	4	4
Moderately Unsatisfactory	2	1	2	0	1
Unsatisfactory	0	1	0	0	0
Highly Unsatisfactory	0	0	0	0	0
NA	0	0	0	0	0
Average rating	2.78	2.56	3.11	2.44	2.6
Investment	2.8	2.2	3	2.4	2.8
DPLs	2.75	3	3.25	2.5	2.5

The performance of M&E arrangements during implementation is clearly the weakest aspect of the results agenda for this cohort. With most of the projects in the cohort suffering from long implementation delays, the M&E arrangements spelled out in the PADs have remained mostly on paper with none of the projects meriting even a satisfactory rating in terms of actual data collection efforts. For 4 projects the average rating of results readiness of M&E arrangements at the design stage was higher than the average rate of M&E arrangements performance during implementation and quality of results tracking.

Typical problems found are related to delays in procurement, in establishing consistent MIS reporting activities and delays from external consultancies implementing beneficiary assessments and impact evaluations. As a consequence of the delays and operational constraints found in implementing data collection plans, KPIs are very often not updated regularly (one exception again is Argentina Basic

Protection⁸). Hence indicators are rarely used to inform program managers on the operational problems.

These findings suggest that greater attention should be paid at appraisal on implementation arrangements and *operationalization* of M&E tools.

Table 10: M&E arrangements performance at implementation

	Was the data collection plan described in the PAD actually implemented?	Are KPIs updated regularly?	Are the KPIs used to measure progress and to inform decisions to correct any problem identified?
Highly Satisfactory	0	1	0
Satisfactory	0	0	3
Moderately Satisfactory	0	3	1
Moderately Unsatisfactory	1	1	1
Unsatisfactory	1	1	2
Highly Unsatisfactory	2	0	0
NA	5	3	2
Average rating	4.25	3.16	3.28

Impact evaluations:

For almost half of the projects it is mentioned that impact evaluations are under way but PADs do not provide any detailed information on the type of methodology applied, data collections plans, type of research questions to be addressed.

China and Dominican Republic are exceptions having impact evaluations designs well described at appraisal and both baseline and follow-up data collections planned. Regarding costing, only the impact evaluation for the China migration project was explicitly costed (\$220.000).

It is worth noting that three out of four DPLs plan to carry out an impact evaluation of one or more project components. In all cases PADs take into account past impact evaluations and analytical work but never present a proper discussion on strategies to identify a counterfactual and methodologies to be applied. It is then difficult to assess whether planned impact evaluations are rigorous – experimental or quasi-experimental – but at the same time capacity building work is supported for impact evaluation and household surveys. For example, the reform program in the third Bulgaria programmatic DPL supports the gathering of new data through a targeted survey of beneficiaries who were affected by benefit eligibility tightening.

⁸ All indicators have baseline and targets and have been updated regularly every six months except indicators related to component 3.

vii. Key Issues

- KPIs are found rarely updated in ISRs. The main causes were found to be related to data collection delays and implementation problems as discussed above. In addition, unclear definition of the frequencies of regular reporting as well as unclear specific responsibilities for indicator reporting activities (beyond the general MIS) generate problems in tracking indicators on time.

Moreover, when KPIs rely on data that are not produced by the program but come from external sources, the monitoring becomes more problematic because data are less owned by project stakeholders ultimately resulting in KPIs not updated.

- Inconsistencies in KPIs reporting. The review found lots of unexplained disconnections between indicators presented in PAD body text, Annex 3 and indicators reported in ISRs. For example, the migrants' skill development project in China does not include two of the three outcome indicators and six out of the ten intermediate indicators. These inconsistencies reflect the fact that often KPIs selected and reported in ISRs are those more easily tracked – those produced by MIS or other internal tools - not necessarily those needed to monitor progress.
- Quality of KPIs is rarely measured. Spot checks information is never integrated to the rest of M&E tools (at least based on ISRs) when they are part of the M&E plan at the design stage. Technical audits to check on quality and process indicators are absent in the M&E package of these cohort of projects.
- A first step in design and developing an M&E plan should always include a stock-taking effort in analyzing and determining client's M&E capabilities and skills across all possible implementing actors: central offices, line ministries, local governments, provinces, districts officials, NGOs, research centers and civil society organizations. It may be better to put in place a simpler M&E plan with fewer mechanisms that can be implemented immediately rather than design a sophisticated. In the case of Azerbaijan for example, the M&E framework appears too overburdening and taxing on the implementing agencies. The analysis of implementing agency capacity found in the PAD was too superficial.
- Delays in implementation are the main issues found. In Dominican Republic task team and managers pursued diligently M&E aspects but delays in project implementation have been a major handicap.
- Although more than half of the projects mention to support evaluations or intend to evaluate the impact of specific programs (when described in appraisal documents), few proposed evaluations designs are actually conducted (from ISRs reviews). Usually activities without an evaluation design at appraisal are never evaluated.
- When client capacity didn't appear to be a constraint in implementing M&E arrangements, establishing partnerships with local implementing actors resulted in a key issue. In Turkey for example, the main problem was not so much country capacity rather the intent of the counterparts who turned out to be uncooperative.

viii. Identification of good practice

Box 1. Argentina Basic Protection Project – Using and consolidating existing M&E systems

The Argentina Basic Protection project supports the GoA to slowly transfer all beneficiaries of *Jefes* (emergency public works program) to *Asignaciones Familiares* (transfer program to formal salaried workers supported by the IADB) and *Seguro* (training, unemployment benefits and job placement program) considered better managed and more effective. Since both programs have the potential to be scaled up, lot of resources (\$5 million) are allocated to a technical assistance component aiming at strengthening a social protection M&E systems by designing and implementation of a National Social Protection Survey to assess the effectiveness of current SP policies and promote reforms when necessary, evaluation studies and their dissemination.

The project M&E plan builds on the experience of the GoA and WB during the implementation of previous programs. Important lessons are drawn from the experience of *Jefes*, notably the importance of transparency and accountability in the administration of benefits. Specifically, social accountability was enhanced through: (i) regular monthly cross-checks control of the registry database with other databases by an independent agency; (ii) greater use of public information and participatory mechanisms through workshops in order to inform and promote participation of local organizations; (iii) more supervision missions and media monitoring (the Bank contracted a service to provide reports on *Jefes* and *Seguro* covering all national newspapers).

Both *Seguro* and *Asignaciones Familiares* have efficient accountable and transparent systems for transferring resources. Both have well design participatory M&E like complaints systems where participants can communicate on process mistakes or fraud claims. Complaints systems include local offices, internet portals and free telephone numbers to receive such complaints, internal process to deal with problems and mistakes and to correct them.

The monitoring of *Seguro* is based on the existing administrative systems (social security contribution database), MIS and beneficiary registry used in *Jefes*, improved and refined over time. The MIS is central to the execution and management of beneficiaries transferring from *Jefes* to *Seguro*. In addition to the beneficiary registry of *Jefes*, a newly designed system called *Emplear* was put in place in order to collect information about individuals seeking a job placement and employed workers seeking career advancements. Monthly cross-checks of the registry are carried out centrally with key databases (formal private and public employees, pensioners, other social programs, tax lists, and health insurance beneficiaries) before payment is authorized. Transfer payments are monitored by Banco Nacional and overseen by a national audit agency.

The Minister of Labor consolidates data on a monthly basis and transmits them to the Ministry of the Economy and the Bank. This information will enable the Bank and the Ministry to monitor trends in transfer payments, participation, compliance with eligibility criteria and exit from the program by reasons and to effectively use results in order to improve *Seguro*.

5. Use of Results

i. Description of general practice

A crucial element of an M&E system is the use of results. Monitoring and evaluation shouldn't be stand-alone technical activities, but rather closely linked to decision making processes at all levels and provide feedback on program performance to project managers, policy makers, civil society and researchers. Using results and triggering an efficient feedback mechanism is extremely linked to the quality of indicators and M&E tools selected, the quality of institutional arrangements to carry out M&E activities,

the extent to which they and to the quality of M&E implementation. Any failure or bottleneck in either the design or implementation phase reflects in the feedback process. Lack of results, delays in reporting make impossible to activate the feedback mechanism and to ultimately allow M&E systems to evolve over time adapting themselves to the country context, capacity and needs (when not adequately captured at the design stage).

Since the assessment of this section is uniquely based on ISRs and ICRs reports⁹, the analysis of how monitoring and evaluation results are used as a management tool to decide on future course of action is restricted only to use of results by Bank task teams and management and not much by borrowers¹⁰.

It should be also noted that many projects have been launched recently (in the past two fiscal years), thus only few ISRs were available at the time of the desk review making it difficult to assess implementation, existence and use of results.

ii. Assessment of Performance

General performance on use of results in labor market projects is moderately satisfactory above the average rating of all social protection projects. The average rating is based on whether and how deeply M&E issues are discussed by Bank task teams under the “key issues and actions for management” in ISRs and on whether Bank management is commenting on M&E issues raised in the respective final section.

A particular encouraging feature in results tracking is the attention managers are beginning to M&E coverage. Turkey PSSP 2 and the Azerbaijan Social Protection Dev. are commendable examples of that. Clearly however, we have a long way to go before we realize the full potential of the results agenda in improving the impact of the Bank-supported projects and programs. In the Turkey project, the manager and country director provided thoughtful comments on M&E but mostly ignored by the first TTL. Apparently current TTL tried to fix the M&E performance but without much success due to non cooperation from the borrower. However commendable attention by the managers; follow-up corrective actions by the current TTL came too late and were ineffective due to borrower resistance.

Similarly, Dominican Republic DO Youth Development Project is a best practice example of the level of attention paid by task teams on M&E and impact evaluation implementation problems.

As the results frameworks had focused only on outcomes and impacts, they have remained disconnected from the issues tracked by TTLs which in the early stages must necessarily focus on inputs and outputs needed for launching project implementation. Perhaps reflecting this “feeding of the beast perception” on part of the TTLs, most ISRs seem to do a fairly sloppy job of reporting on the agreed indicators (Argentina Basic Protection Project is a notable exception in this respect). In many cases the indicators tracked in the ISRs differ from those in the PADs and often time the ISRs report data that is really stale, making it practically useless for tracking of results.

⁹ None of the projects in this cohort has an ICR.

¹⁰ Only to the extent that the information on use of results by borrowers is contained in ISRs/ICR.

In terms of restructuring, KPIs have been substantially restructured in only one project (Turkey).

Lastly, project ratings in ISRs often bear little relationship to the data reported in the Results Matrices. For example, in the case of Bulgaria SIR second programmatic DPL, indicators are reported with no comments on their progress but the ISR rate to M&E is satisfactory. Neither upgrading nor downgrading in M&E rating was found in this group of projects.

Table 11: Use of Results by Bank Team and Management

	Most recent M&E rating in ISR	M&E issues discussed under Key Issues and Actions for Management	Is Bank management commenting on results and M&E issues?	Summary rating of results monitoring and use by the Bank
Highly Satisfactory	0	1	2	0
Satisfactory	7	4	1	4
Moderately Satisfactory	0	0	2	2
Moderately Unsatisfactory	0	3	1	3
Unsatisfactory	1	0	0	0
Highly Unsatisfactory	0	1	1	0
NA	1	0	2	0
Average score		3	2.9	2.9

iii. Key Issues

- Limited use of KPIs in informing stakeholders on project progress and performance.
- Poor reporting activity and often absent KPI updating in ISRs are not reflected in M&E ratings which are satisfactory. Most importantly, poor monitoring of KPIs translates into poor tracking of PDOs. Hence, it becomes difficult to assess if PDOs can be achieved and to justify PDO ratings.

iv. Identification of good practice

Box 2: Colombia Labor and Social Sector (3rd programmatic): M&E Support Through DPL Operation

One of the objectives of the third Labor Reform and Social Development Policy Loan is to build monitoring and evaluation tools and processes to enable public oversight and improve policymaking in the social and labor sectors.

The prior actions supported by the DPL included the increase in public access to information to facilitate oversight and the creation of mechanisms for public feedback on government performance. On the monitoring side, the GoC used a web-based system for monitoring program results and progress. Second, to give citizens better information about how public resources are spent and to move towards a results-based budgeting system, the National Planning Department (National Directorate of Evaluation division) introduced programmatic classification of investment budgets into the monitoring system: program-level budgets are accessible to citizens. Third, sub-national governments are supported in creating their own web-based results tracking systems of their municipal development plans.

On the evaluation side, the DPL continue to support the impact evaluation agenda (which has been growing counting one completed impact evaluation and 11 in process) and the establishments of partnerships between civil society organizations as well as the private sector, universities and NGOs to exercise social control of national and sub-national programs. The civil society-government engagement has been formalized also at the sub-national level to improve oversight. Finally, as good practice example of mechanism for public feedback on government performance it is worth mentioning the on-line user evaluation of the national monitoring system (SIGOB). The survey was launched at the end of 2005 and results analyzed in order to assess the usefulness and accessibility by citizens of the monitoring system.

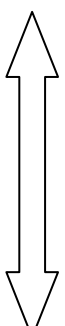
5. Main Messages and Conclusions

Overall monitoring remain weak and evaluation (except impact evaluations) almost non-existent during project implementation. The main reasons found in the review are related to the low linkage of KPIs to respective PDOs, poorly specified data collection sources, frequency and responsibilities at the appraisal which translated into delays and lack of proper monitoring during project implementation. For instance, the moderately satisfactory quality of project M&E performance during implementation is poor reporting and updating of KPIs and designed data collection plans not implemented.

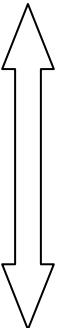
None of the intermediate KPIs included any measures to track project implementation milestones and related outputs thus leaving a gap in the results framework for project monitoring, especially in the early phases of implementation when the focus has to be on inputs and outputs. It is therefore recommended to identify performance indicators at all levels of the results chain, also including process/institutional development indicators and output indicators measuring activities and implementation milestone among intermediate outcome indicators.

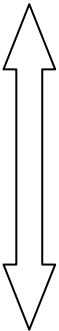
Need to create new incentives for M&E for both the Bank and the borrower. This would include specific requirements for baseline data, explicit evaluation designs for pilot activities in project at the appraisal and periodic monitoring and evaluation tools of main project activities during implementation.

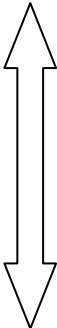
For example, ISRs are the most important instruments the Bank has in the supervision phase of the project cycle. The monitoring function of ISR should be pushed ahead of the “flagging issues” function which ISRs seem to have now. The use of results as a management tool won’t be effective as long as there are no incentives for reporting in ISRs. Specific requirements for ISRs would include reporting all KPIs present in PADs and the frequencies at which they are collected in order to update indicators accordingly.

Appendix 1: Sample KPIs by Project Objective Area				
Focus area	Sample KPIs	Data Collection Instruments	SP thematic area	Lending Instrument
Access to public services and infrastructure (local public goods)				
<div>More final outcome oriented</div>  <div>More project output-oriented</div>	Net enrollment grade (by grade and/or gender)	Household surveys	Social Funds	SIL
	% of people with access to safe drinking water	Household surveys	Social Funds	SIL
	Increase in population with access to improved health facilities within 5km	Household surveys or health information system if functioning	Social Funds	SIL
	Increase with population with access to improved economic infrastructure (roads, irrigation, markets)	Household surveys or Project MIS	Social Funds	SIL
	% of sub-projects operational and maintained one year after completion	Facility surveys	Social Funds	ERL
	% households reporting utilization of health centers	Household surveys	Service Delivery	SIL
	Proportion of births attended by skilled health personnel	Household surveys	Service Delivery	SIL
	Availability of essential drugs at health facilities (%) (Percentage of months with tracer drugs availability)	Facility survey or health information system if functioning	Service Delivery	SIL
	% of births in rural targeted communities in accredited facilities	Household survey including demographic information	Social Safety Nets	DPL
	% of children in poor households (quintiles 1 and 2) in targeted communities participating in Early Childhood Education Services	Household survey (linked with national income or consumption household data)	Social Safety Nets	SIL

	% of public works assessed to be satisfactory (using PW Review performance criteria - eligibility, appropriateness, effectiveness, quality and sustainability)	Technical audits	Social Safety Nets	ERL
	Number of communities benefiting from at least one sub-project	Social Fund MIS	Social Funds	ERL
	% of targeted Roma settlements water points constructed or rehabilitated	Administrative data	Social Safety Nets	SIL
	# of classrooms/health centers constructed	Social Fund MIS	Social Funds	ERL
	% of classrooms replaced in 40 schools damaged by the Tsunami	Administrative data	Social Safety Nets	ERL
	% of kilometers of rural roads rehabilitated	Administrative data	Social Safety Nets	ERL
	# of bednets, contraceptives etc. distributed	Administrative data from sector	Service Delivery	SIL
	# of service workers deployed (teachers, health workers, etc.)	Administrative data from sector	Service Delivery	SIL
Access to economic opportunities				
More final outcome oriented	Number of participants exiting the program into formal employment (Annual).	Household surveys	Labor markets	SIL
	An increase in the employment rate of younger workers to at least 23 percent (age 15-24)	National surveys (eurostat)	Labor markets	DPL
	% increase of the rate of employment of youth benefiting from multifunctional centers services	Household survey or national labor force survey with beneficiary oversampling	Social Safety Nets	SIL
	An increase in the activity rate of older workers to at least 45 percent (age 55-64)	National surveys (eurostat)	Labor markets	DPL

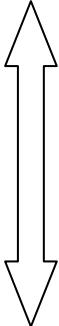
 <p>More project output-oriented</p>	Percentage of graduates employed or self-employed six months after program completion	Household surveys, tracer studies of ex-participants	Labor markets	SIL
	Employment rate for labor market program graduates	Tracer studies of ex-participants	Service Delivery	
	Wages of graduates of long term training program of the project institutions by student origin.	Household surveys, tracer studies	Labor markets	SIL
	# of households with annual increase in average incomes	Household surveys	Social Funds	APL
	% of microfinance savers/borrowers confirming an improvement in their household living standards	Tracer studies, beneficiary surveys	Social Funds	SIL
	Cumulative # of farming HH receiving and using extension packages (millions)	Project or sectoral information system (distribution of packages), household or farm surveys (using packages)	Service Delivery	SIL
	# of income generating local community groups formed	Social fund MIS	Social Funds	SIL
	% of supported MFIs reaching operational self-sufficiency	Survey of MFIs	Social Funds	SIL
	Reduction in job search waiting time	Household survey or program MIS if reported	Service Delivery	SIL
	Number of beneficiaries of program X.	Project MIS	Labor markets	SIL
	Number of Employment Offices providing Program X Services	Administrative information systems	Labor markets	SIL

	Number of firms registered in program X	Project MIS	Labor markets	SIL
	# of clients of supported MFIs	Social Fund MIS	Social Funds	SIL
	# of beneficiaries trained in income generating activities	Social Fund MIS	Social Funds	SIL
	Cumulative # of people trained (farmers, micro-entrepreneurs etc.)	Project or sectoral information systems	Service Delivery	SIL
Temporary income support (unconditional transfers, public works CCTs, etc.)				
<p>More final outcome oriented</p>  <p>More project output-oriented</p>	Increased income from wages (income transfers) from PWP works	Household surveys	Social Funds	SIL
	% of beneficiaries of grants for productive projects engaged in activities generating income at least equal to AR\$150/mo after 18 months of operation	Household survey	Social Safety Nets	
	% of beneficiary households that receive PSNP resources reporting no distress sales of assets to meet food needs	Beneficiary survey	Social Safety Nets	SIL
	Net improvement in household total, food (including fruits and vegetables) and protein consumption in large municipalities.	Household surveys including consumption module for treatment and comparison groups	Social Safety Nets	SIL
	Average number of months that PSNP households report being food insecure	Beneficiary survey	Social Safety Nets	SIL
	% of labor intensity of public works sub-projects	Social fund MIS	Social Funds	
	Proportion of bi-monthly payments based on a complete cycle of co-responsibilities verification and application of sanctions	Administrative data	Social Safety Nets	SIL

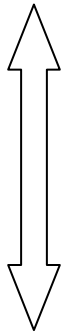
	Person-days provided in labor intensive public works program (number)	Social fund MIS	Social Funds	SIL
	Percentage of farmers who have been affected by the Tsunami receiving compensation grants.	Administrative data	Social Safety Nets	ERL
	# of communities benefitting from public works sub-projects	Social fund MIS	Social Funds	
	% of transfer payments delivered to beneficiaries by the 13th of the payment month	Administrative data	Social Safety Nets	SIL
Human development outcomes				
<p>More final outcome oriented</p>  <p>More project output-oriented</p>	Increased primary school enrollment and completion rates in SF-supported communities	Household surveys	Social Funds	SIL
	<i>Net change</i> in chronic malnutrition amongst children under 5 in large municipalities.	Household survey with anthropometric module applied to treatment and comparison groups; possibly, Health MIS if available and feasible to distinguish treatment and comparison groups	Social Safety Nets	SIL
	<i>Net change</i> in secondary school completion rate of PATH students-boys and girls	Household survey applied to treatment and comparison groups; possibly, Education MIS if available and feasible to distinguish treatment and comparison groups	Social Safety Nets	SIL

Increase DPT, Triple Viral, and polio vaccination of the population age 0-5 resulting in 3.6 million new children vaccinated.	Sectoral information systems, Health surveillance system	Labor markets	SAL
Increase in primary completion rate	Household surveys or sectoral information systems	Service Delivery	PRSC
Increase basic and secondary school enrollment rates by creating 1.4 million new spaces, in addition to the existing 7.8 million spaces.	Household surveys , Sectoral information systems	Labor markets	SAL
Annual dropout rate (%) of students in primary and secondary schools	Facility or household surveys	Social Funds	SIL
Reduction in child underweight rate	Household survey (with anthropometric module) or health information system	Service Delivery	PRSC
% of under-fives malnutrition using weight for age method	Household surveys	Social Funds	SIL
Incidence of diarrhea in communities implementing water and sanitation subprojects	Household surveys	Social Funds	SIL
% of children vaccinated	Household surveys and health information system	Social Funds	SIL
% of women receiving prenatal care in project communities	Household and facility surveys	Social Funds	SIL
Average daily medical consultations in health centers	Facility surveys of health information system	Social Funds	SIL
HIV/AIDS prevalence rate	Health surveillance system	Service Delivery	PRSC
Infant/child mortality rate	Household surveys	Service Delivery	SIL
DTP 3 vaccination rate of children below 1 year	Sectoral information systems	Service Delivery	PRSC

	Contraceptive Prevalence Women ages 15-49	Household survey	Service Delivery	SIL
	% of children under 3 with anemia in 165 high risk municipalities	Household survey including blood samples	Social Safety Nets	
	% of married women aged 15-49 using modern contraceptives	DHS type survey	Social Safety Nets	DPL
	Percentage of children 0-5 years old with complete immunizations for their age group	Household survey; Health MIS if available	Social Safety Nets	SIL
	Education test scores	Sectoral information system	Service Delivery	DPL
	Share of PATH secondary school boys attending school 85% of the time	Household survey, Program MIS	Social Safety Nets	SIL
	Proportion of children under 2 years old who participate in the growth monitoring according to agreed protocols in the areas of intervention	Household survey; Health MIS if available	Social Safety Nets	SIL
	Percentage of families meeting their education co-responsibilities	Program MIS	Social Safety Nets	SIL
Reaching specific vulnerable groups/targeted groups				
	Number of workers that receive severance pay (job loss compensation)	Specific assessment and surveys	Labor markets	SAL
	Increase the number of poor children age 0-5 affiliated with the nutrition program	Project MIS/Beneficiary registry	Labor markets	SIL

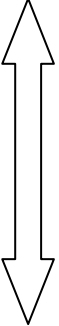
<div> <div>More final outcome oriented</div> <div>  </div> <div>More project output-oriented</div> </div>	Percentage of program beneficiaries women	Project MIS	Labor markets	SIL
	Number of workers receiving labor redeployment services.	Project MIS	Labor markets	SAL
	Percentage of beneficiaries that come from priority areas as identified in the poverty map.	Administrative information system	Labor markets	SIL
	% of project resources (or beneficiaries) from the lowest 20% of poverty deciles	Household surveys (linked with national household surveys for national poverty rankings)	Social Funds	SIL
	Increased number of poor people with access to social services.	Household surveys	Social Funds	ERL
	Number of kindergarten children with disability benefiting from the kindergarten centers	Facility survey	Social Funds	SIL
	Community Management Committees have at least 50% of elected women	Social Fund MIS	Social Funds	SIL
	% of project resources disbursed to the poorest districts/municipalities	Social Fund MIS	Social Funds	SIL
	Number of communities mapped and profiled (with participatory poverty assessments)	Social Fund MIS	Social Funds	SIL
	% of citizens with access to services by poverty quintile	Household survey	Service Delivery	
	Increased access to services (e.g. institutional births, school enrollment etc.) in poorest geographical areas	Sectoral data crossed with poverty mapping information	Service Delivery	DPL
	% of vulnerable groups (e.g orphans, elderly) using health and education services	Household survey	Service Delivery	

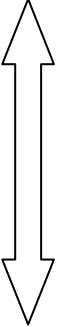
% of program expenditures (or % of beneficiaries) on poorest household quintile	Household survey	Service Delivery	TA
At least X percent of grants provided for inclusion activities to marginalized groups in project municipalities are disbursed	Project MIS	Service Delivery	SIL
% of programs utilizing proxy means test and other targeting criteria	Administrative data	Service Delivery	TA
Percentage of disbursed cash transfers received by households in quintiles 1 and 2	Household surveys (linked with national income or consumption household data) including social programs module	Social Safety Nets	SIL
Share of program participants in lower half of income distribution	Household surveys (linked with national income or consumption household data) including social programs module	Social Safety Nets	SIL
% of children in Q1 registered for PATH	Household surveys (linked with national income or consumption household data) including social programs module	Social Safety Nets	SIL
% reduction in the gap between targeted poor Roma settlements and neighboring communities as measured by the living conditions index	Depending on exact definition of living conditions index may need census data, community surveys or household survey representative at the community level	Social Safety Nets	SIL
% of revised SISBEN 1 families in newly entered municipalities registered in the program	Administrative data	Social Safety Nets	SIL

	% of ECE interventions in communities with more than 50% Roma population	Census data to identify target communities and administrative data	Social Safety Nets	SIL
	% of districts with at least 85% of households with completed needs assessment	Administrative data	Social Safety Nets	SIL
	% recertification of PATH families with children due to be recertified after 4 years enrollment	Administrative data	Social Safety Nets	SIL
Community empowerment and capacity building (non-government)				
<div> <div>More final outcome oriented</div> <div>  </div> <div>More project output-oriented</div> </div>	% of participating communities have improved their capacity to implement the CDD approach, and comply with at least 10 CDD capacity indicators	Social Fund MIS, Community surveys	Social Funds	SIL
	# of local executing agencies with improved capacity for planning and implementing community development projects	Community surveys	Social Funds	ERL
	% of communities applying acquired skills in activities beyond social fund project (use of community management committee, social audits etc.)	Community surveys	Social Funds	DPL
	% of facilities adequately maintained by the community	Facility surveys	Social Funds	
	At least 90% of sub-projects undertaken reflect the priorities of targeted communities and beneficiaries	Household surveys, participatory M & E instruments	Social Funds	ERL

% of beneficiaries reporting participating in identification and execution of sub-projects	Household surveys, participatory M & E instruments	Social Funds	SIL
# of capacity-building events carried out for beneficiary CBOs each year	Social fund MIS	Social Funds	ERL
% of communities benefiting from social mobilization	Social fund MIS	Social Funds	ERL
Increase in citizen satisfaction with social services as measured by Citizen Report Cards and Community Score Cards	Participatory M & E instruments	Service Delivery	SIL
% of citizens who report knowledge about local budgets	Household survey or participatory M & E instruments	Service Delivery	SIL
Improved women's understanding of their right to an institutional birth and the standards for a good-quality birth	Household survey or participatory M & E instruments	Service Delivery	DPL
Increased connectivity to and usage of national information management networks, by local service providers	Administrative information, service provider surveys	Service Delivery	SIL
# of local management committees established for social services	Project (or sectoral) information system	Service Delivery	TA
Share of coverage in community services by NGOs and community groups	Sectoral information systems	Service Delivery	

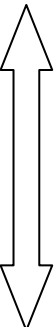
	% of Roma population from targeted poor settlements agreeing that subprojects reflect community priorities	Household surveys, participatory M&E instruments	Social Safety Nets	SIL
	Proportion of OVC households aware of program information, such as objectives, eligibility criteria and use of funds	Beneficiary surveys, participatory M&E instruments	Social Safety Nets	SIL
	% of kebeles that have developed and approved safety net plans, taking into-account community preferences	Administrative data, performance audits	Social Safety Nets	APL
	% of public sector organizations that hold partner forums on a regular basis to report on planning decision and progress.	Administrative data	Social Safety Nets	SIL
Local government institutional capacity building				
	Household perceptions of local government transparency, capacity and responsiveness	Household surveys, participatory M & E instruments	Social Funds	SIL
	% of local governments able to set objectives and achieve at least X% of their annual targets	Local government surveys	Social Funds	APL
	% of local government annual investments consistent with Community Development Plans	Local government surveys	Social Funds	SIL

<p>More final outcome oriented</p>  <p>More project output-oriented</p>	Beneficiary satisfaction with training received at the local government level	Community and local government surveys, participatory M & E instruments	Social Funds	SIL
	Legal and administrative texts have been adopted allowing local governments to pass through funds to community groups	Administrative information	Social Funds	SIL
	% of social fund projects executed by local governments	Social fund MIS	Social Funds	SIL
	# of local government officials trained	Social fund MIS	Social Funds	SIL
	Citizens reports of quality of basic services delivered by local government	Participatory M & E instruments or household surveys	Service Delivery	
	Subnational governments expenditures on basic services	Sectoral budget information	Service Delivery	SIL
	Allocation of financing from State government to local self governments for health and education services	National and sectoral budget information	Service Delivery	SIL
	Share of local government budgets spent of social services	Local government budget information (systematized or via sample surveys where systems lacking)	Service Delivery	DPL
	Number of local service providers (PHCs, schools, CSWs and NGOs) accredited by the relevant institution in their sector	Sectoral information systems	Service Delivery	SIL

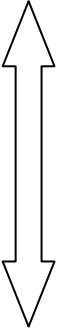
	# of local government units trained in sectoral service programs	Administrative information systems	Service Delivery	TA
National/sectoral government institutional capacity building				
<div> <div>More final outcome oriented</div> <div>  </div> <div>More project output-oriented</div> </div>	Number of job seekers, as reported by the LFS, served by the National Employment Service	Administrative information system	Labor markets	SIL
	Formulation of a viable Pension System Development Strategy and progress in its implementation	Administrative data	Labor markets	SIL
	Labor market information (LMI) system in place and two reports on labor market situation and trends published	Sectoral information systems	Labor markets	SIL
	Number of new small business incubators established.	Project MIS	Labor markets	SIL
	Number of new module training programs developed and in use and number of new module training centers fully functional	Project MIS	Labor markets	SIL
	Operations guidelines and manuals for a new menu of ALMPs prepared and in use	Administrative information system	Labor markets	SIL
	Central and regional Career Counseling Centers operational	Administrative information system	Labor markets	SIL
	Citizen knowledgeable about basic services (availability, eligibility, transparency)	Participatory M & E instruments	Service Delivery	
	% of social program budget distributed based on new program-based model of allocation	Sectoral budget information system	Service Delivery	TA

Number of external evaluations of social program performance conducted	Administrative data	Service Delivery	TA
Monitoring and evaluation system for prioritized national strategic social programs operating as evidenced by timely monthly MIS reports	Administrative data	Service Delivery	TA
Number of Results Agreements signed between national planning office and sectors	Administrative data	Service Delivery	TA
Decrees published relating to social program operations	Administrative data	Service Delivery	
Percentage of civil registry offices which have their records updated, modernized and operational, as evidenced by the establishment of a new computerized system	Administrative data, technical/operational audits	Social Safety Nets	ERL
% of households in the targeting database whose poverty status is verified through home visits at least once every three years	Administrative data, technical/operational audits	Social Safety Nets	DPL
% of grievance redressal claims settled within three months of application	Administrative data	Social Safety Nets	TA
% of BISP positions that are filled with qualified staff according to official examination system	Administrative data	Social Safety Nets	TA
% of social welfare facilities have acceptable hygienic standards in place to meet national criteria	Administrative data, operational audits, facilities survey, spot checks	Social Safety Nets	SIL

	% of MoSD staff with completed training envisaged in the Human Resources Development Strategy	Administrative data	Social Safety Nets	SIL
	% of municipalities with indicators of payment process in yellow and red alert	Administrative data	Social Safety Nets	SIL
	% of departmental offices for the First Employment Program (DOFEP) operating and connected to the MIS (as described in the operational manual)	Administrative data, operational audits, spot checks	Social Safety Nets	SIL
Quality of services/service delivery				
	Increase in average percentage earnings of PJE graduates compared to the control group.	Impact evaluation surveys	Labor markets	SIL
	Improved user satisfaction with program X and its affiliated agencies# services	Participatory M&E/Beneficiary Assessments	Labor markets	SIL
	Amounts claimed to agency X for reimbursement due to negative balances in the payment of allowances through compensatory system.	Project MIS/ Participatory M&E	Labor markets	SIL
	Number of beneficiaries receiving their transfers directly in their bank accounts.	Project MIS/Administrative data	Labor markets	SIL

<p>More final outcome oriented</p> 	Number of people-times of use of services (job counseling, referral, and guidance) provided by project-invested employment institutions, monthly average, by origin of the user	Project MIS	Labor markets	SIL
	Number of migrants-times receiving legal assistance in project-invested pilot localities annually	Specific surveys	Labor markets	SIL
	Increase in the number of new courses offered by program X	Project MIS	Labor markets	SIL
	Teachers trained and certified in adult education methodology.	Sectoral information system	Labor markets	SIL
	Material improved and provided to each student	Participatory M & E instruments	Labor markets	SIL
	Life skills modules incorporated in all programs	Project MIS	Labor markets	SIL
	Community satisfaction with service quality	Participatory M & E instruments, household surveys	Social Funds	SIL
	Student/teacher (or student/classroom) ratio	Facility surveys, education system information	Social Funds	SIL
	% of health centers staffed to sectoral norms	Facility surveys or health information system if functioning	Social Funds	
	Availability of basic medicines in supported health centers	Facility surveys	Social Funds	
	# of desks, books and other inputs per student	Facility surveys	Social Funds	

More project output-oriented	Quality rating of local infrastructure (schools, health centers, water systems, roads etc.)	Facility surveys, technical audit	Social Funds	
	# of facilities with local community management committees established	Facility surveys, social fund MIS	Social Funds	
	Average pupil-teacher ratio (e.g. grades 1-4)		Service Delivery	SIL
	Share of qualified health staff in rural areas	Sectoral information system	Service Delivery	DPL
	Public perception of service quality	Participatory M & E instruments, household surveys	Service Delivery	SIL
	% of health posts without shortages of injectable contraceptives in last 3 months	Sectoral information systems	Service Delivery	SIL
	Increase in the use of Standard Treatment Protocols in project-supported hospitals	Sectoral information systems	Service Delivery	SIL
	Number of textbooks per primary school student	Sectoral information systems	Service Delivery	PRSC
	% of teachers receiving in-service training	Sectoral information systems	Service Delivery	SIL
Fiscal objectives/efficiency				
More final outcome oriented	Average unit costs of infrastructure (compared to other programs)	Social fund MIS	Social Funds	
	% of operating costs as a share of total costs	Social fund MIS	Social Funds	SIL
	Local contributions as a share of total social fund investments	Social fund MIS	Social Funds	

 <p>More project output-oriented</p>	% of sub-project executed within timeframe and budget	Social fund MIS	Social Funds	SIL
	Total Federal block grants to basic services as a share of total Federal discretionary expenditures	National budget information system	Service Delivery	SIL
	% of treatment municipalities making financial allocations based on agreed formula in health sector	Administrative information system	Service Delivery	SIL
	% of non wage executed budget	Sectoral budget information system	Service Delivery	DPL
	Annual budget of national strategic social programs	National budget information system	Service Delivery	TA
	% of priority social program expenditures on administrative overhead	Program or sectoral information systems	Service Delivery	

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Abstract

The Results Readiness Review assessed progress to date on results-based management in the Social Protection & Labor (SP&L) portfolio and generated operationally relevant knowledge on how to strengthen Monitoring & Evaluation (M&E). Specifically, the Review took stock of the status and quality of M&E in the SP&L portfolio, including both investment and policy-based lending. The Review identified trends, strengths and weaknesses, and good practice M&E approaches and indicators to incorporate a better results focus in project design and implementation. This related Note provides guidance for World Bank Task Teams working in the area of Labor Markets.

HUMAN DEVELOPMENT NETWORK

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